

HOW WILL MARKETING IMPACT RECRUITMENT
OF GENERATION Y IN A SMALL REMOTE
LAW ENFORCEMENT AGENCY BY 2009?

A project presented to
California Commission on
Peace Officer Standards and Training

By

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This Command College project is a futures study of a particular emerging issue in law enforcement. Its purpose is not to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future: creating it, constraining it, adapting to it. A futures study points the way.

The view and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

TABLE OF CONTENTS

	Page
CHAPTER ONE – INTRODUCTION	
Issue Identification	1
Statement of Issue	3
Survey of Literature	3
CHAPTER TWO – FUTURE STUDY	
Nominal Group Technique	10
Trend Analysis	10
Event Analysis	17
Cross Impact Analysis	24
Future Scenarios	27
Normative Scenario	28
Pessimistic Scenario	29
Optimistic Scenario	30
CHAPTER THREE – STRATEGIC PLAN	
Introduction	33
Strategic Plan	36
Situational Analysis	36
Stakeholder Analysis	38
Strategy Development	40
CHAPTER FOUR – TRANSITION MANAGEMENT	
Introduction	46
Critical Mass.....	48
Commitment Planning	49
Responsibility Planning	50
Evaluation	53
CHAPTER FIVE – FINDINGS AND CONCLUSIONS	54
APPENDICES	
Appendix A – NGT Panel Members	60
Appendix B – NGT Trends	61
Appendix C – NGT Events	62
ENDNOTES	63
BIBLIOGRAPHY	65

LIST OF TABLES

	Page
Table 2.1 - Trend Summary	11
Table 2.2 - Event Summary	18
Table 2.3 - Cross Impact Analysis	25
Table 3.1 - Stakeholder Analysis	39
Table 4.1 - Commitment Chart	49
Table 4.2 - Responsibility Chart	51

CHAPTER ONE

Issue Identification

Introduction

Ask police chiefs and managers in small, remote California police agencies what they see as their greatest challenges during the next five years and most will put recruitment at or near the top of their lists.¹ While there is no end to the number of people, who want to be police officers, the list of people who both want to be a police officer and who are qualified remains comparatively short. With the 3%-at-50-retirement benefit becoming the preferred retirement plan in California law enforcement, and with recruitment efforts shifting from one generational cohort to another, California agencies are being driven harder than ever to recruit new candidates. As always, agencies find themselves competing with a variety of industries and occupations for the attention of the same candidates, but the competition will soon become more serious.

All California agencies face the uncertainty that comes from the 2003 state budget crisis and the certainty of future reductions in funds and shifting responsibilities. Small, remote agencies, while facing new demands for service and hiring standards that must remain high due to the litigious nature of society, will struggle to do more with less. Many newspapers and magazines have examined this problem, including one article, "Who Wants This Job?"² that discussed the relationship of the national economic recession, low salaries, increased retirements, and a recruitment pool looking at other career opportunities. That article quoted one chief who talked about the thousands of dollars his city invested in traditional recruitment only to find that old tried and true methods were not working.

Recruitment has been a problem for many years for California police agencies both large and small. Small, remote agencies often find it difficult to compete with larger agencies that have better benefit packages and assignments that are more diverse. In a 1987 Command College Project,³ the problems of small agency recruitment were examined. The author of that project identified a number of factors affecting recruitment in small agencies, which often include geographic location and lower salaries compared to larger agencies.

The Barstow (CA) Police Department will serve as the model agency for this project. One problem experience in Barstow is that too often people who applied did so after being turned down by larger agencies due to one problem or another. Many of these applicants failed some portion of the screening process, usually the background investigation, and mistakenly believed that a small, remote agency would have lower standards or may simply overlook the issues that compromised their application with the larger agency. Frequently the result is scarce resources being used to screen candidates who ultimately fail to satisfactorily complete the hiring process. Barstow PD has found limited success by “growing” officers through their Explorer post.⁴ Based on Barstow’s success, programs like an Explorer program can serve as an important springboard for future hiring efforts.

In California, Government Code section 1031(b) requires a person to be at eighteen years of age to become a peace officer;⁵ however, most small agencies require candidates to be twenty-one on the day they are sworn in as an officer.⁶ It makes sense to focus recruitment efforts on the youngest of eligible candidates, since that group has the greatest potential return on the initial investment. The 16-year-old high school sophomores and juniors of 2004 will be the 21-year-old adults of 2009 and will be the focus of law enforcement recruiting. These future candidates will be part of the Generation Y cohort, and have different values, needs, and views

of the world than previous generations. Will the same recruiting strategies used for Baby Boomers or Generation X attract the number of Generation Y candidates necessary to fill the ranks of law enforcement agencies? Recent experience suggests that dollars spent on traditional recruitment efforts may result in wasted money and missed opportunities.

STATEMENT OF THE ISSUE

The issue of this research project is "How will marketing impact recruitment of Generation Y in a small remote law enforcement agency by 2009?" Some would ask why this statement is a worthy subject for futures research, since law enforcement recruitment is a continuing issue. Since 2001, the U.S. has seen about 1.8 million jobs disappear from the private sector.⁷ Yet with so many people out of work, and more eligible workers joining the labor market every year, law enforcement agencies continued to suffer from a lack of viable candidates. Small agencies do not have the advertising dollars of larger agencies and corporations, but must compete with all employers for the same candidates. How will small, remote agencies develop marketing plans that will allow them to compete for the attention of a shrinking applicant pool? What strategies will allow small agencies to communicate their message to the intended audience, who is responsible for marketing, and who exactly is the audience? Since marketing is communication and since "everything communicates",⁸ the law enforcement community needs to examine its understanding of marketing. The term, "everything communicates" would suggest that agencies are selling themselves, or their brand identity, all of the time—not just when they post a newspaper ad announcing a vacancy.

SURVEY OF LITERATURE

In the summer of 2000, The International Association of Chiefs of Police (IACP) published a "Best Practices" guide for smaller police departments titled, "Big Ideas for Smaller

Police Department: Recruitment and Retention of Qualified Police Personnel”.⁹ In the IACP guide, the authors identified a number of important steps for small, remote agency recruitment, including an agency assessment to determine the department’s hiring strengths and weaknesses; a community assessment to determine how the community views the department; as well as developing community partnerships. IACP identified a number of “inexpensive” strategies for effective recruitment, which included:

- Appoint a Recruiter
- Launch Auxiliary Officer, Cadet and/or Explorer Programs
- Poll Your Staff for strategies
- Add Employee Incentives for Successful Recruitment
- Form Citizen Police Academies
- Hold Career Fairs
- Develop a Connection to Local Colleges and Universities
- Community Speaking Engagements
- Develop Military Linkages
- Develop a Media Partnership
- Use the Internet
- Open House
- Building Recruiting Skills

In July 2001, the California Commission on Peace Officers Standards and Training (CA POST) published a “Best Practices” guide on Peace Officer Recruitment and Retention.¹⁰ In this guide, CA POST highlighted a number of recruitment ideas, including traditional approaches such as job fairs, promotional materials, and recruiting candidates from the military, as well as technology-driven ideas such as use of agency websites, use of CA POST website, email, and a statewide candidate database accessible to all agencies. In 2002, CA POST also produced a series of recruitment videos and a CD titled “Post Symposium on Recruitment”¹¹ that offered several tips for recruitment and retention as well as digital video recruitment clips for use on web sites, computer presentations, or as e-mail attachments. Many of these ideas, presented in the

CA POST material, were similar to the ideas presented by IACP. These materials serve as an inexpensive marketing resource for small agencies.

Researchers and futurists are forecasting a labor crisis by 2010,¹² which will see ten million more jobs in this country than there are workers to fill them. The laws of supply and demand will cause labor to become a seller's market, where employees will be in a position to demand higher salaries and benefit packages for their services. The private sector will of course be able to pay more and provide more creative benefit packages than the public sector. Law enforcement managers will be faced with difficult choices such as hiring fewer officers and reducing services or lowering standards and filling the ranks. Rather than waiting for the crisis to become more acute, law enforcement managers should begin to work now to develop the marketing strategies necessary to attract ideal candidates in a more competitive market. If law enforcement is to be successful in this effort, there will be a need to understand Generation Y and the issues that will inspire them and help them to see law enforcement as a preferred career choice.

So, who is this new cohort group? Some authors have defined Generation Y as those born after 1980, while the Zell Center for Risk Research defines the cohort as those born between 1977 and 1995.¹³ *Generations at Work* sets the time bracket at 1980 to 2000, and no information was found to identify the cohort following Generation Y.¹⁴ For purposes of this research project, Generation Y will be defined as those persons born between 1980 and 2000. Several labels—Generation Y, Gen Y, Generation Next, or Nexters, are commonly used to identify this cohort, despite the fact this group tends to reject these labels, instead seeing themselves as unique individuals.¹⁵ These terms will be used interchangeably throughout this paper. This cohort is expected to have about 73 million members, which will be larger than

Generation X, but slightly smaller than the Baby Boomers.¹⁶ This cohort will be an economic powerhouse and will have a dominant role in the labor market. Nexters tend to be upbeat, confident, and self-reliant, and they not only understand technology but also expect that technology will be as much a part of their professional life as it is their personal life.¹⁷ These young people spend hours on the Internet searching for answers to homework, music for their MP3 devices, and instant messaging to keep up with their friends and family.

In 2010, Generation Y is expected to comprise nearly 30 percent of the American adult population.¹⁸ Based upon the influence of the digital world on this group, it is reasonable to believe they will get more information from websites created especially for them, bulletin boards, and interactive news websites than from traditional information sources such as TV, print magazines, and newspapers, which may even create a huge shift in how America gets its news and information. Today only about 40 percent of Generation Y reads newspapers, while nearly 60 percent of baby boomers read daily papers. If this trend continues, newspaper readership may dip to less than 50 percent of the population by 2010.¹⁹ With lower readership numbers, newspapers will have far less value as a means to sell any message to Generation Y. Additionally, according to Universal Press Syndicate, Generation Y receives most of their news information from radio and digital sources such as computers and cell phones.²⁰

Nexters value education and embrace ethical and moral considerations rejected by earlier generations. Because information and news is available in real time, this group has been influenced by school shootings, war, and international terrorism. As a group, they are willing to take on violence, injustice, and believe in the value of public service and volunteerism. These themes should play an important role in future law enforcement recruitment marketing.

In 1999, the U.S. Army discovered their recruitment efforts were not as effective as they

once were. In response, the Army implemented a new marketing effort, "An Army of One", aimed at Generation X, and abandoned the twenty-year-old program used to recruit the Baby Boomer generation.²¹ Will the Army find it necessary to change gears again to fill their ranks? If they do, will law enforcement need to follow suit? Perhaps, but small law enforcement agencies do not have the financial resources to conduct marketing research or develop slick advertising campaigns to target recruitment efforts at specific segments of the applicant pool.

Wall Street and Madison Avenue are finding that Generation Y is not responding to the advertising that sold their parents and older siblings the staples or luxuries of modern life.²² They are also finding that Nexters do not buy the same products as older generations, and many name brand companies are finding their market share reduced along with their profits.

Corporate America is not standing still when it comes to developing new ways to reach potential employees. Many employers have information on their website aimed at selling their companies as a place to work, and some even provide on-line application processes. A variety of website have sprung up such as Monster.com and CareerBuilders.com, which have become cyber employment centers where job seekers can search thousands of job listings from wherever they are, be it the office, at home or in the park on a Wi-Fi device. A review of both Monster.com and CareerBuilders.com revealed thousands and thousands of job opportunities for people looking for new opportunities, but very few of those postings were from agencies looking for police officer candidates. The U.S. Department of Labor even has a website link called "America's Job Bank" where job seekers can post resumes.²³ These websites have a variety of tools and links available to jobseekers and employers, and should prove to be a valuable resource for Generation Y. Law enforcement agencies should consider using these websites as part of their overall marketing strategy.

The world is changing, and with it the means necessary to attract and recruit new employees. In the future, traditional marketing approaches to recruitment will likely fail. Small law enforcement agencies do not have the resources to conduct market analysis or the money to develop advertising campaigns using all of the latest technology. However, small agencies must compete with companies and agencies that do have the means. At the same time, many potential candidates make poor life choices between graduating high school and their twenty-first birthday—choices that end a law enforcement career before it ever begins. Law enforcement marketing may need to be more than just the sales pitch when filling positions, and instead evolve into long-term educational, image building campaigns aimed at helping young people understand their choices, education aimed at developing better decision making, and the presentation of law enforcement as a viable career opportunity.

In 2001, Captain Timothy Little facilitated an NGT panel discussion for his Command College project entitled, “What Recruitment Strategies will a Small Law Enforcement Agency Use to Compete in the Job Market by the Year 2006?” One of trend statements examined in Little’s NGT panel was the use of well-defined marketing strategies. In his project, Captain Little wrote:

A well-defined marketing strategy by law enforcement agencies will be needed to recruit future Peace Officers. Conventional methods of recruitment through media and word of mouth will need to be replaced by aggressive internal recruitment to identify and attract the most qualified candidates.²⁴

Clearly, challenges will face small agencies seeking to fill sworn positions in the future. Changes in attitudes about public service may serve as a positive selling point to Generation Y; however, changes in the labor market will certainly make law enforcement recruitment difficult. Small, remote law enforcement agencies will need to develop a proactive image building

marketing effort to compete for future employees. An examination of current trends and potential future events related to law enforcement marketing is necessary to the process of identifying a strategy to help small, remote law enforcement agencies succeed in their future image building marketing efforts. The next chapter will use an NGT panel to identify trends and events that will likely affect marketing strategies designed to attract Generation Y by 2009.

CHAPTER TWO

Futures Study

Nominal Group Technique

The research tool used for this project was the Nominal Group Technique (NGT). An NGT process is a research method that brings together a diverse group of individuals to discuss and identify issues related to any topic being studied. It is a brainstorming process that encourages the development of diverse ideas that may be overlooked in more closed or less inclusive groups. For this project, the NGT served as a means to identify trends and possible future events that may have an impact on marketing strategies to recruit Generation Y. The NGT panel for this project was presented with information concerning the process, a description of the issue statement, and the introductory chapter of this research project prior to the NGT session.

The NGT panel consisted of the assistant superintendent of a local community college, a city police sergeant, a city police officer, a sheriff's sergeant, a marketing director, a radio station manager, and a state traffic officer with PIO experience (see Appendix A).

Trend Analysis

For purposes of the NGT, a trend is any current pattern of activity that may influence an issue being studied. The Nominal Group Technique panel for this project identified and discussed a total of twenty-nine trends they believed could have an impact on the research issue statement. After identifying the preliminary list of trends, the panel discussed each trend in detail and reduced the list to ten trends they believed would have the greatest impact on the issue. Each panel member assigned a numerical value to each trend relative to the level of the trend at the time of the panel discussion. These individual values were then averaged to develop a mean

value. Values were developed for three periods, five years before the panel meeting (-5), five years in the future (+5), and ten years in the future (+10). The value for “today”, the day of the panel discussion was set at 100 and served as a baseline for the analysis. The panel members then identified their level of concern for each trend statement related to the issue statement. These values were also averaged to develop the mean value. The following table reflects the values developed by the panel concerning each trend statement.

TRENDS	-5	TODAY	+5	+10	Level of Concern 1-10
T1: Stability of State Budget	160	100	105	120	9
T2: Level of confidence in government	100	100	90	80	6
T3: Level of law enforcement benefit packages	125	100	100	105	9
T4: Desire for instant gratification	90	100	110	125	6
T5: Level of digital technology	70	100	130	165	8
T6: Level of job security in law enforcement	100	100	105	115	6
T7: Level of workforce diversity	75	100	125	125	4
T8: Availability of law enforcement outreach programs	90	100	110	115	7
T9: Emphasis on higher education	85	100	120	135	7
T10: Level of public service	85	100	110	120	5

Table 2.1 – Trend Summary Table

The following paragraphs, T1 through T10, are a representation of the NGT panel’s discussion of each trend.

T1: Stability of State Budget. The panel discussed at great length the problems associated with the California budget crisis of 2003. The score of 160 in the -5 column above was an indication that the panel believed the state economy was much better than at the time of

their discussion. Additionally, their score of 105 in the +5 column was an indication the panel did not see much chance for short-term improvement and the budget crisis would continue to affect all government agencies at the state and local level.²⁵ The panel believed as the state deals with the budget, there will continue to be a shift in tax revenue from the local government to the state combined with a shift of responsibilities from the state to local government. The combination of these efforts to bring the state budget under control will cause further stress on local government efforts to provide service, and is expected to have an impact on discretionary expenditures. These factors are expected to have a negative impact on the ability of small remote agencies to become involved in meaningful marketing efforts.

T2: Level of confidence in government. With the twenty-four hour news cycle, and the ability of mass media to instantly project images of events to viewers, the panel believed that distrust of government will continue to grow, but at a relatively slow rate. The panel believed that the public's confidence in government was essentially the same five years ago as today. Their forecast for the future was that five years into the future, that level of confidence would drop to 90 and in ten years, it would drop to 80. The panel believed that today's distrust of government essentially began with the media exposure of Watergate and the resignation of a U.S. president in disgrace. Additionally, the panel discussed law enforcement scandals such as the heavy-handed tactics aimed at civil rights workers and anti-war protesters in the 1960s, the Rodney King incident, and the Rampart investigation in Los Angeles. Each of these events, serve to breed distrust of government, especially law enforcement, which is the most visible element of local government. The panel believed there will continue to be those individuals in the media who will work to find incidents that will put law enforcement in a bad light as a means to advance their own careers. With video cameras everywhere in American society, and the ability

of the average person to catch an act of misconduct on video tape, there will certainly be more opportunities for media outlets to portray government as unreliable and untrustworthy. The panel believed this trend is on a slow crawl and was concerned that if confidence in government continues to erode, there would likely be a negative impact on recruitment, since job seekers may not consider job opportunities with agencies that suffer from a lack of public trust, or they may completely reject all consideration of government agencies.

T3: Level of law enforcement benefits packages. The panel discussed the current trend of government, at all levels, trying to scale back benefit packages for employee groups, especially law enforcement. Three different law enforcement agencies were represented in the panel and each was from a different level of government—municipal, county, and state. Each discussed this trend relative to their agency. Enhanced retirement, pay, and other benefits that were prevalent in the 1990s are no longer being considered by agencies, and in some cases, there have been efforts by government negotiators to reduce the benefits currently enjoyed by law enforcement employees. The panel rated the level of benefit packages five years ago at 125, and expects that benefit packages will not grow in the next five years, scoring it even with today (100). The panel believed that within ten years benefits will begin to increase slowly, scoring the level at 105 in ten years. The panel was concerned that public agencies will reduce salary and benefits at the same time the public sector is increasing the same benefits. The panel believed that if this happens the best and brightest candidates would go to the highest bidder, leaving law enforcement to seek candidates in a shallow labor pool. The panel was very concerned about reduced salary and benefit packages for law enforcement agencies and saw this as one of the most serious issues affecting the future of law enforcement recruitment.

T4: Desire for instant gratification. The panel discussed that American society has reached a point where nearly everything is available the instant the need is perceived. If a person wants cash, she can stop at an ATM machine, or get cash back when she makes a purchase at her grocery or department store. There is no longer a need to stand in line to cash a check. It is no longer necessary to mail a letter and wait days or weeks for an answer when an email will normally result in an answer within hours or even minutes. The panel discussed that students no longer need to go to a library and search through a mountain of books seeking the answer to essay questions or for reports when a simple search on the internet will bring more information than necessary directly to their desktop. Food is no longer prepared in the kitchen, but instead in the drive-thru restaurant. The panel believed that young people have become so accustomed to instant access that anything less will drive them away. Applying for a law enforcement position requires a number of steps, each of which can be time consuming. The panel believed that young people will likely look for positions where they can apply and go to work tomorrow rather than six months later. The panel was concerned that as technology continues to improve, this trend will continue to increase and could have a negative impact on law enforcement recruitment, since the hiring process for a peace officer position is much longer and more involved than other available employment opportunities. Additionally, the panel noted that law enforcement is a career field where a four-year degree will not help an employee begin at a higher level than a person without a degree. Those who invest the time and effort to secure a degree will likely look for opportunities to begin work somewhere above the bottom of the food chain. The panel believed this desire for instant gratification was less five years ago (90), and will increase over the next five years (110) and will continue to increase ten years into the future (125), and is expected to be driven by improvements in the speed of technology.

T5: Level of digital technology. The panel acknowledged that the world today is far different than it was ten years ago, largely due to the influence of technology and the availability of that technology to everyone. The panel believed that young people have become so accustomed to having technology available in every aspect of their lives, they will expect technology to play a central role in their careers. The panel was concerned that agencies will need to insure they stay even or ahead of the technology curve to meet the needs of Gen Y employees. Additionally, the panel believed any marketing strategy that hopes to be successful would also need to make use of the latest in technology to sell the message. Compared to today, the panel saw the level of technology five years ago at 70, and forecast that it will continue to increase over the next five years to 130. Over the next ten years, the panel expects the level of digital technology to continue at this increased pace and scored this column at 165.

T6: Level of job security in law enforcement. Today, in the private sector, job security is not one of the intangible benefits that was available to previous generations. Law enforcement jobs, with the California Peace Officer Bill of Rights and civil service protections, will continue to provide this intangible benefit. The panel rated the level of law enforcement job security five years ago even with today, and expects there will be slight improvements in the next five years (105) and the next ten years (115). The panel believed that this issue could serve as an important selling point to future applicants—the intangible benefit of continued employment. The panel believed that helping young people understand that while the private sector can promise higher salaries and benefits over those available in government service, the knowledge that the law enforcement employee has a reasonable guarantee of continued employment could prove to be a valuable marketing tool.

T7: Level of workforce diversity. The panel did not spend much time discussing workforce diversity, or the changing demographics of Southern California, but instead just acknowledged that departments will need to be more diversified and will need to look more like the community. They also discussed that marketing strategies would need to reflect the diversity of the community in order to attract a diverse workforce, or in other words, marketing must reflect the faces the agency seeks to hire. The panel scored workforce diversity for the period five years ago at 75 and expects five years from today it will increase to 125 and in ten years will remain constant. Additionally, the panel believed that future candidates would not be inclined to consider agencies that do not have members who look like them.

T8: Availability of law enforcement outreach programs. The panel believed that outreach programs such as Citizen Academies, DARE, and Explorer programs would be invaluable to agencies in the future. These programs tend to show the “human” side of law enforcement, while helping take away the mystery about law enforcement. The panel believed that these programs would serve as a cornerstone of future law enforcement recruitment efforts. The panel believed the availability of law enforcement outreach programs was previously lower than today (90) and in five years will increase slightly (110) and will continue a slight increase over ten years (115).

T9: Emphasis on higher education. There was universal agreement on the panel that over time there has been, and there will likely continue to be, emphasis on formal education for law enforcement applicants. However, law enforcement continues to be a career field where a four-year degree will start a candidate no higher than entry level. There was some concern that future candidates who invest their time and money into four-year degree programs will be interested in positions that will allow them to begin their career higher than entry level with a

higher-than-entry-level salary. The panel believed that agencies would continue to place a higher and higher emphasis on higher formal education. The panel rated the level of emphasis five years ago at 90 and five years from today at 120 and scored ten years from today at 135. The panel believed this would be an important issue in law enforcement recruitment.

T10: Level of public service. The panel discussed the fact that Generation Y is much more likely to be involved in community service at a young age than previous generations. As early as middle school, young people are aware that community service will play an important part in their future college applications. As they grow up performing community service, they appreciate the value of helping others and serving their community. The panel did not believe the level of public service was as prevalent five years ago, rating it 85 compared to today. The panel expects in the next five years that level will increase to 110 compared to today, and will increase to 120 ten years into the future. The panel believed this could serve as a future selling point to attract Gen Y to law enforcement.

Event Analysis

An “event” is a singular, discrete occurrence, such as the attack on the World Trade Center or the formal creation of the Department of Homeland Security. For this project, event analysis is a process to identify possible future events that could reasonably occur within ten years and would likely have an impact on marketing strategies to recruit Generation Y. It is important to note that this exercise only examines possible future events. The panel’s activities in event analysis were very similar to the trend analysis process discussed above. The panel members initially identified nineteen events and through an involved discussion, reduced that list to nine possible future events. The complete list of candidate event statements can be found in Appendix C.

Each of the event statements was evaluated and ranked according to the number of years the panel believed it was probable before the event was likely to occur. The column labeled “Year >0” represents the first year probability of this event occurring exceeds zero. The panel then assigned a percentile value to each event statement to signify the likelihood the event would occur within five years and then ten years. The final column in the table indicates the potential impact of that event to the future of recruitment marketing. With respect to the impact on the issue, the panel first identified a value (0-5) to represent the degree of impact on the issue and then determined if the impact would be positive or negative. The values indicated in the event summary table are the mean of the individual panel member scores.

EVENTS	YEAR >0	+5	+10	IMPACT -5 TO +5
E1: State declares bankruptcy	1	30%	30%	-5
E2: West coast terrorist attack	1	65%	75%	+1
E3: Major commercial development in Barstow	2	50%	80%	+4
E4: Closure of a military installation in Barstow area	5	40%	45%	-3
E5: Major law enforcement scandal in San Bernardino County	4	45%	60%	-3
E6: Law restricting personal freedom	5	30%	50%	0
E7: Civil unrest in Barstow	4	20%	30%	-2
E8: Election of an anti-law enforcement council in Barstow	5	50%	60%	-4
E9: Legalization of marijuana	8	0%	30%	-3

Table 2.2 – Event Summary Table

The following paragraphs represent the NGT panel’s discussion of each event statement.

E1: State declares bankruptcy. The panel expressed great concern about California’s financial future. The panel was very concerned about the state’s ability to control the current budget crisis and expressed fear that California could be forced to declare bankruptcy. At the time the panel met, there were two propositions on the state ballot aimed at bringing the California budget under control, and there was no clear consensus that the propositions would

pass. The panel expressed concern that those propositions might not pass and that failure of those propositions would affect the state's credit rating. The panel also discussed the possibility that these measures could pass at the polls, but still would not be enough to solve the current state economic crisis. [Both measures passed and provided for a \$15 billion dollar bond measure and new state budget controls.]

The panel believed that the state could declare bankruptcy as early as one year, which was an indication of the fear created by the uncertainty of where the state was going financially. The panel believed there was only a 30% probability of this event occurring within five years, and that if it did occur, it would be the event with the greatest negative impact on recruitment. The panel believed that if bankruptcy did not occur within five years, then it would probably not occur, which is why probability (30%) for ten years was the same as five years. The panel viewed the state's current financial crisis as a "flash point", and believed that as more time passed without declaring bankruptcy, the likelihood of a bankruptcy would diminish and stability would return. The panel believed that if state bankruptcy actually occurred there would be fewer dollars available for items such as marketing efforts, benefit packages, and technology purchases, all of which were issues the panel discussed as important during the trend analysis.

E2: West coast terrorist attack. The panel discussed at length the potential of a foreign terrorist attack, similar to the attack of September 11, 2001, occurring on the west coast of the United States. The panel believed that there was a 65% probability there would be such an attack within five years, 75% in ten years, and that an attack could likely occur within one year. This was an indication that the panel believed that terror is here to stay and the nation will face this problem for many years. The panel accepted there would be another attack; the only question remaining is when and where the attack would occur. While another attack would likely have a huge short-term impact on the economy, a second attack would likely result in another surge in patriotism and respect for law enforcement and fire services. While another major terror attack would be horrific, it would likely serve as a short-term springboard for both

military and public safety recruitment, which is why the panel rated this event as slightly positive as it relates to law enforcement recruitment.

E3: Major commercial development in Barstow. This event statement was local in scope. All of the panel members were from the Barstow area and were very aware that commercial development in this community has been flat for many years. At the time of the panel discussion, there was a great deal of local discussion about bringing an Indian casino to Barstow, new upscale housing tracts, construction of a new hospital, and other commercial ventures. The panel viewed these commercial enterprises as having a significant positive impact on local law enforcement recruitment, since new development would likely bring new money in to the community and new residents seeking opportunity. The city would likely see new revenue and could more afford to expand the department by funding new positions to allow for more varied assignments, and may be able to expand benefit packages to make the agency more competitive. The panel believed the probability of this event occurring within five years was 50% and 80% within ten years. The panel also believed that this event would have a significant positive impact (+4) on department recruitment.

E4: Closure of a military installation in Barstow area. While the panel believed new commercial development would have a positive impact, loss of a major community employer, such as Barstow's two military installations, could be devastating. There was concern about a future effort to close or reduce one or both of these military installations through future base realignment efforts. The panel discussed the next round of base closures that was beginning and was concerned that one of the two local military bases might make the list. The loss of these jobs would likely cause people to move to areas where they could continue to use the skills they already have. [In the recent past, other major employers left Barstow and those employees followed their companies to new locations. Barstow was the only San Bernardino County city to record a loss of residents in the 2000 census.] The City would likely need to reduce services and staffing due to a lower population and smaller local economy. The panel believed the probability

of this event occurring within five years was 40% and 45% within ten years. The panel believed there would be a moderate negative impact of law enforcement recruitment (-3).

E5: Major law enforcement scandal in San Bernardino County. The panel expressed concern about a major law enforcement scandal in San Bernardino County. They discussed government scandals from the law enforcement and non-law enforcement perspective and recognized that any government scandal causes further distrust of all government. The panel focused its discussion on incidents like Rodney King and Rampart, both which occurred in Los Angeles. Incidents like these serve to create barriers and distrust between law enforcement and the communities they serve. These scandals do not affect just the involved agency, but the entire law enforcement profession. Even small agencies suffer the negative impact of scandals created in the larger metropolitan areas. The panel believed that the damage to the image of all law enforcement caused by such incidents would have a chilling effect on people who might ordinarily seek a law enforcement position. The panel accepted that people in general want to belong to professions and organizations where they will feel a sense of pride in belonging. Images of cops beating people and committing criminal acts do not serve to support recruitment efforts. The panel believed the probability of this type of scandal occurring in San Bernardino County within the five years was about 45% and 60% within the next ten years. There would be a moderate negative impact (-3) to law enforcement recruitment if this type of scandal occurred in San Bernardino County.

E6: Law restricting personal freedom. With the terrorist attacks of September 11, 2001, there was a willingness on the part of many to accept limited restrictions on personal freedom in the interest of security. Congress moved quickly to pass the Patriot Act, and gave federal law enforcement new powers to examine the private lives of people in this country. The intent of these laws was to uncover plans and efforts to launch another attack. The panel believed that if a new set of laws is passed, and allows even more intrusion into private matters, the event could have a negative impact on the image of law enforcement. Law enforcement

serves to protect the population, and does not serve as an overlord, watching every action of those within the realm. A new set of invasive laws [such as a Patriot Act II, which could mandate new measures such as national ID cards or tracking devices on rental and new vehicle purchases] could serve to create the perception of a police state, which is counter to the American philosophy of freedom and liberty. The panel believed such a perception could prove to have a negative impact on recruitment efforts, because young people may not want to be part of a profession that is viewed as repressive and controlling. The panel believed the probability of this event occurring within the next five years was 30% and 50% within ten years. The panel also believed the net impact on law enforcement recruitment would be nil, since there would likely be both positive and negative impacts, and any laws that were too restrictive would likely be short-lived.

E7: Civil unrest in Barstow. The panel was very concerned about local civil unrest and the impact an act of civil unrest could have on Barstow PD in both demand for service and the image of law enforcement within the community. Most of the panel members were old enough to recall incidents of civil unrest during the 1960s and early 1970s. The panel was aware of recent incidents in major cities such the problems experienced at the World Trade Organization meeting in Seattle, Washington in November of 1999, and the criticism endured by the Seattle police. The panel was also aware of the confrontational tactics of some organized groups intent on engaging law enforcement as a means to get media coverage of their cause. While Barstow is far removed from large city issues, such as the WTO meeting, the panel recalled that after the Rodney King verdicts, riots broke out in many U.S. cities, and not just Los Angeles. The panel believed any event of civil unrest could serve to create the image that law enforcement is abusive and overreaching in their efforts to control those seeking to engage in free speech. The panel believed that these perceptions could have a negative impact on recruitment if the population developed such perceptions and attitudes toward law enforcement. The panel believed the probability of such an event occurring was only 20% in five years, and only rose an additional

10% in the next ten years. If this event were to occur, the panel believed that it would have a slightly negative impact on recruitment efforts.

E8: Election of an anti-law enforcement council in Barstow. The panel recognized that when the residents of a jurisdiction lose trust and respect for any segment of the government, there can develop a backlash where people with an “anti-government” attitude will run for elected office as a way to reduce or restrict local government activities. As the panel discussed in other event statements, they were concerned about the image of law enforcement. If events occur that create a negative image of local law enforcement, that condition could bring about the election of a governing body that is anti-law enforcement. The panel was very concerned about the impact on a local agency if the majority of the local governing body was anti-government or anti-law enforcement. The panel believed that there was a 50% probability of this occurring within five years and a 60% probability within ten years. The panel believed that if there were an election of an anti-government council, there would be a significant negative impact (-4) on recruitment since an anti-government council would be inclined to reduce staffing, reduce funding, and limit recruitment options.

E9: Legalization of marijuana. The panel engaged in a lot of discussion on this event statement. The majority of the panel believed that legalization of marijuana was inevitable, but not within the next five years. The panel saw legalization of marijuana as inevitable, but not a preferred future event. The panel believed that legalized marijuana could result in a larger number of applicants who would have to go through the screening process, because agencies would likely not disqualify candidates for recent recreational marijuana use. However, the panel also recognized that a larger group of candidates who used marijuana could actually result in a smaller applicant pool because many people who engage in marijuana use also engage in other behavior that would disqualify them from consideration. The panel believed that legalization of marijuana would have a negative impact on recruitment because resources would be wasted conducting background investigations on candidates who would simply be unsuitable for a law

enforcement position. The panel believed the probability of this event occurring within five years was zero, with a 30% probability within ten years. The panel also believed that if marijuana were legalized, it would have a moderate negative impact on law enforcement recruitment. It is important to note that all but one member of the panel believed that this event would occur. That member, a sworn officer, had great difficulty with the concept of legalized marijuana and scored every category very low, while the rest of the panel scored the event much higher.

Cross Impact Analysis

A cross impact analysis is an exercise to evaluate the potential impact of the identified event statements on the identified trends. The NGT facilitator and a marketing director who participated in the NGT panel conducted the analysis below. This analysis uses a scale of -5 to +5 to score the perceived impacts, and the values listed represent the mean.

EVENT	TREND									
	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10
E1: State bankruptcy	-5	-3	-5	-2	-2	-2	0	-2	+1	-2
E2: West coast terrorist attack	-4	-4	-1	+2	0/-5	0	-3	+2	0	+5
E3: Major commercial development in Barstow	0	0	+1	+1	+2	-1	+2	0	0	0
E4: Closure of a military installation in Barstow area	0	-1	-1	-1	-2	+2	0	0	+2	0
E5: Major law enforcement scandal in San Bernardino County	0	-4	-2	0	0	0	0	-2	0	-2
E6: Law restricting personal freedom	-1	-4	0	-1	-1	0	0	0	0	-3
E7: Civil unrest in Barstow	0	-4	+1	0	0	-1	0	+2	0	-4
E8: Election of anti-law enforcement council in Barstow	0	-4	-5	0	0	-3	0	+3	0	-4
E9: Legalization marijuana	+1	0	0	+1	0	-1	0	+1	0	0
T1: Stability of state budget										
T2: Level of confidence in government										
T3: Level of law enforcement benefit packages										
T4: Desire for instant gratification										
T5: Level of digital technology										
T6: Level of job security in law enforcement										
T7: Level of workforce diversity										
T8: Availability of law enforcement outreach programs										
T9: Emphasis on higher education										
T10: Level of public service										

Table 2.3 – Cross impact analysis impact of possible future events on trends

Given the status of the state financial situation (T1), and the impact of that situation on local budgets, the analysis indicated that a state bankruptcy (E1) would have a very negative impact (-5) on revenues at the local level. The State of California has a history of shifting responsibilities from the state to local agencies, and redirecting local tax revenue to state coffers as a means to solve state budget problems. Any reduction in local revenues would certainly have a negative impact on the ability of agencies to develop financial incentives to compete with higher paying public sector companies and would make more difficult the marketing of law enforcement as a viable career option.

During the NGT, the panel discussed the possibility of a west coast terrorist attack (E2), similar to the attacks in New York and Washington, D.C. on September 11, 2001. If this event were to occur, it would likely affect nearly all of the identified trends in one form or another. The cross impact score for this event relative to the stability of the state budget (T1) was set at -4. The belief was that the impact on California's economy and budget would be much more severe if an attack was closer to California than in 2001. A west coast attack would likely cause a new wave of patriotism, and may inspire many to seek the opportunity to serve in defense of nation and community (T10), as occurred after September 2001. Law enforcement managers would be in a position to capitalize on these positive changes in attitude about public service, as a key marketing issue and promote law enforcement's important role in homeland security.

A west coast terrorist attack (E2) was given a split score relative to the impact on the level of technology (T5). The belief was that a west coast terrorist attack that targeted some major technology element [such as the Silicon Valley, Intel's chip manufacturing center, or Microsoft's corporate headquarters in the state of Washington] would have a greater impact on the availability of technology than an attack on Sea World or Disneyland.

Several of the events were viewed as having a potential negative impact on various trend statements. Many of these impacts were related to the image of law enforcement in the community. If widespread local civil unrest develops (E7), as the nation experienced in the 1960s and 1970s, law enforcement will be forced to restrain and control demonstrations to maintain order. Heavy-handed tactics to control unruly crowds, or the failure to control unruly crowds, can destroy the public image of law enforcement, and any conditions or activities that create an unfavorable image of law enforcement will certainly have a negative impact on recruitment efforts. Civil unrest could have a significant negative impact (-4) on public perception and attitude concerning public and community service (T10). Likewise, negative public attitudes about law enforcement and government in general, could result in the election of public officials who are anti-law enforcement (E8), as a means to control police power and

activity. Any event that has a negative impact on the law enforcement image will result in a negative impact on recruitment efforts.

Tied to the image of law enforcement is the trust the population has in government (T2). Law enforcement is often the most visible element of government, and the one most residents rely on most often for service. A lack of trust in law enforcement to provide faithful and honest service will certainly have a negative impact on recruitment, since potential candidates would not likely want to belong to an organization that is viewed as untrustworthy. Of the trends identified in this project, the level of trust in government is the one most impacted by the potential events listed in the event analysis. Seven out of nine event statements were viewed as having a negative impact on the level of trust in local government. Another significant terrorist attack (E2) could shake the public's faith and trust that government can provide the expected level of protection (-4). Other trends impacted would include major law enforcement scandal within the county (E5), new law restricting personal freedom (E6), and civil unrest (E7). Scandal could develop if officials were believed to have failed to exercise appropriate authority and discretion to prevent an attack, while a new law that delves too deeply into personal lives could be seen as controlling rather than protecting, and could breed anti-government sentiment. Any of these events could then provide the spark for widespread civil unrest, which law enforcement will be forced to control. Each of these events, independently or together, could damage the law enforcement image and make efforts to recruit quality candidates very difficult.

FUTURE SCENARIOS

The process of developing alternate future scenarios is an exercise to peer over the horizon to see what the future may hold. For this project, three scenarios have been developed based upon information from the NGT process. A normative scenario is used to depict a future that maintains the status quo; a pessimistic view is used to examine a potential future where events occur that result in a negative impact on the issue statement; and an optimistic scenario to

examine a future where events occur that result in a positive impact on law enforcement recruitment. Each of these scenarios can help develop discussions about the future and aid in developing strategies to avoid undesired futures, while also developing strategies to move an organization toward a desired future. For this project, the desired future would be one that enhances Barstow's ability to recruit Generation Y as police officers and allows the department to maintain full staffing.

Normative

--Barstow, CA: (July 1, 2009) Law enforcement service in the small city of Barstow is little more than reactionary, as the department attempts to service the community with only twenty sworn officers, down from a high of forty-four in 1999. The economic conditions that led to the California budget crisis of 2003 had a dramatic impact on this community as city revenues declined, and the city's public safety budget was cut by seventeen percent.

Five years ago, while other Southern California agencies adopted innovative programs, improved benefit packages, and combined those programs with proactive image building marketing plans aimed at attracting Generation Y, Barstow continued to rely on walk-in applicants and newspaper ads. Rather than embracing technology as a means to communicate with Generation Y, Barstow continued to rely on traditional and less expensive approaches to marketing.

Barstow maintained its high employment standards, and required police officer applicants to have some college. Unfortunately, Barstow was unwilling to set pay and salary standards to match their hiring standards. Today, Barstow is behind the curve as other agencies have well-established marketing plans, improved benefit packages, and experience fewer recruitment problems.

The Barstow community experienced significant growth because of commercial development and the expansion of the local military bases in the area. This growth has resulted

in a demand for better service and the City Council has come to realize the importance of a formal marketing plan, and benefit packages designed to maintain high standards within the department. The Council directed the City Manager to identify strategies for improving police staffing, chief among the strategies is an image building marketing effort. The Council has given the City Manager six months to make progress on staffing or begin negotiations with the county sheriff to contract for law enforcement service. Unfortunately, due to the length of the hiring process it will take several years to rebuild the department.

Pessimistic

--Barstow, CA: On June 1, 2008, residents were shocked to learn about the death of a black young adult at the hands of a white police officer near a remote railroad bridge on the edge of town. The officer had been assigned to investigate a report of suspicious activity near the bridge involving a person with Middle Eastern features driving a rented moving truck. According to official reports, when confronted by the officer, the young man suddenly reached into the cab of the truck and pulled out a dark shiny object. The officer fired his weapon three times, striking the individual twice in the chest and once in the head. The object the individual reached for was later found to be his wallet.

The victim was identified as a local student with a 4.0 GPA, and star quarterback of the local high school football team, with several scholarship offers. Some members of the local black community descended on the downtown area, breaking windows and setting buildings on fire. As the riots spread, Los Angeles news choppers arrived to broadcast images of the unrest to the rest of Southern California and the world. As the images were fed into Southern California homes, more and more people arrived to participate. The police department was seriously outnumbered and was unable restore order. Requests for mutual aid were insufficient, as rioters arrived faster than police officers did. Finally, the governor deployed the National Guard and order was restored.

In the aftermath of the incident, residents called for the ouster of the chief and prosecution of the officer involved. Morale on the department reached all time lows, as officers' patrol cars were routinely pelted with eggs, and local restaurants refused to provide service to officers on duty. Many officers left the department for agencies in other counties, while a few left law enforcement altogether.

Applications for the vacant positions are non-existent, as candidates instead opt to apply at departments not tainted by the shooting incident and riots. Despite enjoying strong public support before the riot, especially among members of Generation Y, the department struggles to rebuild its image. Public safety has been further endangered because the department has not been able to recruit new candidates. Business leaders seeing a significant drop in business and profits have demanded that the City Council begin immediate efforts to improve the local law enforcement image and staffing.

Optimistic

In 2004, there was fear that one or both of the local military bases would close as part of military realignment and restructuring. Instead of closing, the Marine Corps Logistics Base was converted to a Department of Defense logistics facility to provide logistical support to all of the uniformed services. At the same time, Ft. Irwin expanded in geographic size as well as staff to meet the military's expanded training needs due to the war on terrorism. The expansion at both military facilities brought new money to the local economy, and more dependent family members seeking services and jobs. In 2005, the community enjoyed another economic boost when an Indian Casino was built bring more money to the local economy and people seeking new opportunities.

As 2007 began, city hall's coffers were flush with cash due to the economic boon created by the casino and associated economic development. The city provided police department employees, as well as other city workers, some of the most generous benefit packages in the county. Years earlier, the police department leadership recognized that future recruitment would

be one of the most significant challenges facing the department. With the projected growth of the community, and a U.S. Department of Labor forecast that there would be 10 million fewer workers than jobs in the U.S. by 2010, the department developed strategies to grow and recruit the next crop of police officers.

The department expanded its Explorer program as a way to expose young people to the idea of law enforcement as a preferred career path. In addition to the Explorer program, the department created a cadet program aimed at moving the best Explorers one step closer to becoming a police officer. Explorers over the age of eighteen, who demonstrated the desire and aptitude, were provided with training to qualify them as level III reserves, and provided scholarship money to attend the local community college. The amount of scholarship money was based upon length of service in the program, using asset seizure money to fund the program. In both the Explorer and cadet programs, ethics training became a key teaching component, as an effort to insure the program participants had the tools necessary to avoid risky behavior that would prevent them from successfully completing the background process.

The department also began a marketing campaign using technology to sell the department's message to Generation Y. The marketing campaign incorporated themes important to Generation Y, and became the basis of a statewide cooperative marketing campaign to build the image of small agency law enforcement within the state. This campaign used technology as a means to distribute the marketing message, while using the marketing message to highlight the department's technology in an effort to attract the interest of tech savvy young people.

As 2009 began, the department found itself fully staffed with a waiting list of candidates applying for police officer positions, as well as young people seeking acceptance into the Explorer and cadet programs. The department's efforts have been so successful, that many candidates are being referred to other agencies because Barstow has no projected vacancies in the near future.

This chapter has focused on the organization's readiness for change. The next chapter will discuss an effective strategic plan necessary to develop and implement a proactive image building marketing plan designed to aid a small, remote law enforcement agency to recruit Generation Y.

CHAPTER THREE

Strategic Planning

Introduction

As organizations examine potential future challenges, each will find they are faced with different approaches or scenarios. Agencies can take a wait and see attitude, based upon the belief that it is not the right time to institute organizational change, or an agency may be indifferent to the need for change. Agencies also have the option of working to create change that simply avoids a negative future, or the agency can develop a plan to facilitate change that is focused on creating a positive or more favored future. Strategic planning will serve as an important component for successful change.

As mentioned previously, the Barstow Police Department will serve as the model for this project. Barstow is a general law city with about 23,000 residents in the city limits and another 40,000 residents in the surrounding area. Barstow, approximately 40 square miles, is situated in the Mojave Desert and is thirty-five miles from the next nearest population center (Victorville/Apple Valley/Hesperia). About halfway between Los Angeles and Las Vegas, Barstow sits at the junction of Interstates 15 and 40 and state highways 58 and 247. More than 70 thousand cars a day, or about 60 million people per year, travel Barstow's "Crossroads of Opportunity."

As a community, Barstow faces a number of challenges, which include the presence, and use of drugs, primarily methamphetamine, higher than average unemployment with a high number of residents receiving government assistance. Barstow has consistently ranked third in the county for crimes-per-thousand.

Today, the Barstow community sits at the edge of real growth. During late 2003 and early 2004, Barstow saw more housing starts than the previous ten years when new housing was practically non-existent. There is an effort to bring an Indian casino resort complex to Barstow,

aimed at attracting the Vegas-bound traveler; it is expected to attract over two million visitors per year while employing more than two thousand. There are also a number of other commercial ventures being discussed, along with the possible creation of a local enterprise zone.

Over the last decade, Barstow's economy lost ground, with several stores closing and residents moving to communities where they could use their existing job skills. During this same period, commercial development was flat, along with housing starts. Barstow was the only city in San Bernardino County to lose residents in the 2000 census. Barstow's general fund budget has been reduced by about fifteen percent since 2000.

Providing law enforcement service to this community is the Barstow Police Department with an authorized sworn force of thirty-five officers—reduced from forty-four sworn in 2000 due to diminished city revenues. The police department was created in 1947 when the city was incorporated and is the last city in San Bernardino County, east of the San Bernardino/Ontario metropolitan area, to staff its own department.

In recent years, Barstow has experienced a number of problems related to recruitment. Young people, who leave Barstow for college, seldom return after earning their degrees. Barstow's remote location as part of the Mojave Desert does not attract as many residents as communities with cooler temperatures, beaches, or green mountain scenery. Barstow also does not have the amenities of larger more densely populated areas, amenities such as professional sports venues, championship golf courses, and the availability of water activities. Many of the applicants screened by Barstow PD have applied only after unsuccessful attempts at other agencies. Barstow screens very few first time applicants.

In 2002, the Barstow Police Department developed a mission and values statement in an effort to provide focus and direction for the department's future.

Mission and Value Statement

We the men and women of the Barstow Police Department, take pride and personal commitment in providing the best quality of life to the citizens and community for which we serve. We are dedicated to maintaining our tradition of working with the community to promote a safe and healthy environment.

We strive to be on the leading edge of the ever-changing trends and advancements in technology, education, and personal service to those we have pledged to protect. Through a continued cooperation between the citizens and the police, we will work hand-in-hand to ensure that law and order are maintained for the safety of all those who reside in, or visit our great city.

Values

We value honesty and ethical conduct, and consider them to be the highest standards of moral character in servicing the community. We are committed to fair, impartial and equal justice, and will abide not only with the letter of the law—but the spirit of the law.

We value the rights and dignity of all people and strive to act in a fair and courteous manner by being professional and ethical at all times.

Our feeling of worth towards the department and the community will always be displayed in our actions, which will include professionalism, good moral character, and dedication to all we serve.

We will always be dedicated to providing the best possible service at any time of the day or night, and we will never compromise our efforts and insure that we are fair, just, and ethical in our continued efforts to keep our community safe for all.

We value our personnel as our greatest asset. We are committed to the recruitment, development, and retention of the highest quality personnel.

The final paragraph in the values statement speaks to the need and desire to recruit quality employees. A strategic plan will play a critical role in the department's effort to create the most desired potential future related to the recruitment of new police officers from Generation Y.

Strategic Plan

The agency will develop a specific marketing plan, not one aimed at just recruiting, but one that works to develop the department “brand,” one that sells the image of the department in a consistent fashion using a variety of media outlets. The themes that will be used to build the department image are the same themes that apply to all law enforcement. These themes include the value and importance of the work performed by peace officers, the role all peace officers play in homeland security, the daily effort to combat violence in America, the diversity of the law enforcement work force, and the opportunity for professional growth through diverse assignments. This effort should also include information to educate the public about the standards of the law enforcement profession. The public should understand the hiring process and the issues that will disqualify a person from consideration.

It will be important that everyone in the agency understand and embrace their role in building the department image, and by extension, the marketing effort that will serve to attract qualified candidates in the future. In a small community, everyone knows everyone else, and people talk. It is important that police officers live by the same professional standards off-duty as they do on-duty. Officers must recognize that their off-duty conduct becomes part of the department image, as well as the image of the entire law enforcement community.

Situational Analysis

Before developing a plan to reach a destination, it is important to know where the effort begins. To this end, an internal situational analysis is important to determine the organization’s readiness for change. This project will use the SWOT model as a means to develop the necessary situational analysis. This model examines issues that are both internal and external to the organization. Strengths, Weaknesses, Opportunities, and Threats are the key components of

this model. Strengths and Weaknesses are the components internal to the organization and represent either the positive aspects or possible obstacles to success. Opportunities and Threats are outside the organization and can either help or hinder change.

As indicated above, Barstow serves as the model agency for this project. The following outlines areas that will help or hinder a proposed image building marketing plan.

Weaknesses (Internal)

- Lack of staff dedicated to marketing and recruitment
- Reduced budget as result of diminished city revenue
- Recruitment not seen as a preferred or choice assignment
- Length of time required to conduct the hiring background process
- Remote location
- No funding available for recruitment bonus

Strengths (Internal)

- Positive relationships with local media outlets
- Lack of local scandals that put law enforcement in a negative light
- In-house Explorer program

Opportunities (External)

- Presence of local community college
- More positive view of public service related to public safety
- Small community where police are viewed as part of the community
- Strong support from business community

Threats (External)

- State budget situation resulting in a loss of local revenue and increased responsibilities

- Difficult bureaucracy required by human resources staff
- Local priorities that do not include police recruitment or public safety
- Lack of community understanding of the hiring process and why local favorites fail

Stakeholders

For any plan to be successful there must be an effort to identify the stakeholders who will play a role in the plan or who will be affected by the plan. When considering who the stakeholders are, the first inclination would be to identify those who would benefit from the success of the plan. Limiting the stakeholder identification to only those who would benefit from success could prove to be folly, since those who may benefit from failure would have just as much at stake as those who would be negatively impacted. The analysis of stakeholders should include all groups who would be impacted by the success or failure of the effort.

If the strategic plan is to be successful, stakeholders must be identified along with their issues and concerns regarding an image building marketing plan. Understanding the concerns of stakeholders can provide important insight necessary to develop a specific proactive image building marketing plan that meets their identified needs. Stakeholder concerns vary and may include costs, manpower requirements, and responsibilities. The following table is an analysis of the known stakeholders and their likely issues and concerns related to this plan:

Stakeholder	Issues and Concerns
Mayor/City Council	Expects agency to hire from local area
	Expects diversity
	Expects quality candidates
	Expects to keep recruitment/hiring costs low
City Manager	Expects qualified candidates
	Expects diverse workforce
	Wants fully staffed department
	Wants to keep costs low
	Wants to keep council happy
Chief of Police	Wants best qualified candidates
	Prefers diversity where possible
	Would like to maintain full staffing
	Would like to keep the council happy
Supervisors and Managers	Want employees who are trainable
	Want employees who meet high standards
	Need employees who begin with basic computer skills
	Need to understand how to market the department and how to mentor marketing
Human Resources	Wants to control the process
	Does not want responsibility for recruitment processes
	Wants control of the processes
City Public Affairs Officer	Will need to play a role in shaping the message
	Will be key to developing the organizational “brand”
	Will serve an important role in developing marketing outlets
Police Officers Association	Wants a fully staffed department
	Wants quality officers
	Will resist change that affects them individually
	Will need to understand their role in “marketing” the department
Applicants	Will need help finding the agency among all others
	Will need to believe the agency values them
	Will need to understand the hiring process
	Will need to understand the “added value” of working for this agency
Community Residents	Will want officers who look like them (diversity)
	Want officers who are part of the community
	Want officers with high level of integrity
	Want officers with a strong work ethic

Table 3.1 Stakeholder Analysis

No matter the research or effort that goes into any project, there is always the potential to overlook some previously unidentified entity or stakeholder who may appear on the horizon at the last minute and stop or alter the direction of the effort. Such stakeholders are commonly referred to as snail darters. For this project, an unidentified stakeholder could be minority groups who may believe their particular groups are under-represented in the department. If minority groups formed organizations, or engaged in formal efforts dedicated to the purpose of increasing their representation on the agency, they could stop, delay, or completely change the marketing plan implemented by the organization.

Strategy Development

All agencies receive applications from people who do not live in the immediate community. Marketing efforts should extend beyond the local landscape in an effort to draw in more applicants. These broad efforts could take the form of a statewide cooperative image building marketing effort by and on behalf of small agencies. A cooperative law enforcement marketing effort could be similar to the marketing efforts of the California Milk Advisory Board and the Florida Citrus Processors Association. Each of those organizations advertises on a national and regional level, espousing the value of their collective products. The individual companies then advertise their individual brands in their local market, building on the common collective message of the association. One of the most successful of these cooperative marketing campaigns has been the got milk? campaign.

It will be important for everyone in the organization to understand what marketing is and what it is not. Marketing is not just the commercial spots on radio or TV, the ads in print publications, or banners on websites. Marketing, of course includes those pieces of hard advertising, but it also includes the attitude of an officer who is called to help an old woman who

has been the victim of theft, or the manner that a records clerk answers the phone and responds to a resident and her needs. It includes the way a dispatcher responds to a call for service—does the dispatcher say, “Sorry, we don’t do that,” or does he say, “Sorry, we don’t provide that service, but I can refer you to the agency that does.” Marketing includes the way employees perform their day-to-day duties, because when they do a great job, and do it with enthusiasm, they reinforce the message that this is a good agency, doing important work, and making a difference in the lives of people. As stated before, people talk, and they will tell others when they get great service and have had a positive experience—they also tell people when they experience difficulty and frustration getting needed service. An advertising campaign cannot successfully sell any message that the agency does not sell day-to-day in the ordinary course of providing service.

One only needs to look to TV shows such as COPS, to see the media-created image that the large agency is where “real” police work is accomplished. While it is true, the large agency has a number of tools and resources available, the small, remote agency officer often has a greater opportunity to develop a more diverse range of experience from the patrol assignment. When an officer on a large agency responds to a crime, he will prepare the report, and then often call ID technicians to search for fingerprints and take photographs, refer the matter to detectives for case follow-up who in turn will prepare the case for presentation to the prosecutor.

A small agency officer must also write the initial report, but will ordinarily be responsible for searching for fingerprints, conducting the follow-up investigations, conducting the neighborhood canvas, preparing search warrants, seeking and arresting the offenders, and preparing the case for presentation to the prosecutor. Small, remote agency officers ordinarily have an opportunity to develop a wider range of general law enforcement knowledge than a

similarly situated officer on a larger department with equal time on the job. This is not to suggest that the small agency officer is better than the officer on a large agency is, but rather serves to point out that the functions of a patrol officer on a small agency are different from those on a large agency. This could serve as an intangible benefit of small city law enforcement that should be incorporated into the marketing effort.

If the labor market becomes too tight, agencies may need to re-examine their hiring standards. If an agency finds itself in the position of choosing between maintaining standards and working with fewer officers, or reducing standards and filling the ranks, then the age of the candidate should be one of the first standards to reconsider. In an informal sampling of small agencies, all respondents reported they only consider applicants for the position of police officer who are at least twenty-one years of age. Each reported they believed that applicants below twenty-one would not possess the necessary maturity for the position.²⁶ With 24-hour news cycles, the Internet, and email, Generation Y is tuned in to a variety of issues, from local to global, at a much younger age. Many young people take advanced placement classes in high school, take summer school to accumulate credits sooner, and collect college credit before receiving their high school diplomas. Moreover, many classes are now designed to develop critical thinking skills. Young people such as these demonstrate a serious intent about reaching their goals, the self-discipline necessary to accomplish difficult tasks, and the maturity to think beyond the moment and make difficult choices. Agencies will have to decide which is the more mature candidate: a 20-year-old with a strong work ethic, 30 college credits, a 3.7 GPA, and no history of drug use, or a 38-year-old college graduate with a 2.9 GPA and no drug use for three years. By adopting a strategy to reach out to slightly younger candidates, small agencies can tap into a pool of candidates other agencies will not consider for another twelve months.

Today, police academies are nearly six months long, followed by a three-to-four month field-training program—that would be about nine months of training before the nearly twenty-one-year-old would hit the streets solo. By dropping the age requirement to twenty, small agencies could find themselves with a large number of strong candidates, since other agencies will not consider applicants until age twenty-one. Agencies should consider twenty-year-old candidates who have a solid post-high school work history, strong academic performance, and who have a two-year degree or perhaps at least one year of college credit.

Currently, the Barstow Police Department has a very limited marketing effort. These efforts include:

- Word of mouth
- Newspaper ads
- Visits to sheriff's academy classes to interview pre-service students

There are a variety of strategies that the organization can undertake in its future marketing the effort to recruit Generation Y:

- Continue the status quo—run ads as necessary and continue word of mouth efforts. This approach is inexpensive but is not an effective means to reach the target audience.
- Hire a professional public relations or marketing firm to develop and conduct the agency's marketing effort. A professionally produced marketing campaign will produce the best possible campaign, however the cost is likely prohibitive for a small, remote agency.
- Develop an in-house proactive image building marketing plan that serves to market not only vacant positions, but also the professional image of small agencies. This

approach strikes a balance between the need for an effective marketing plan and the need to contain costs. The in-house PIO would bear the responsibility for putting together the actual message of the campaign.

This project proposes the need for a proactive image building marketing effort that will serve as a positive message about small, remote agency law enforcement, in a manner that is likely to appeal specifically to Generation Y. Due to budget forecasts, it is not likely the agency will have the financial resources to hire outside agencies, and should instead look to create and conduct the marketing plan from within and in partnership with other entities.

This marketing plan should incorporate themes that will resonate with Generation Y such as:

- Law enforcement's role in homeland security
- Law enforcement's vital role in reducing violence in the community
- The small, remote agency's relationship with the community
- The important role small agency officers have in making a difference in the community
- Reasonable expectation of job security
- Ability to experience diverse law enforcement activities
- Technology should be used to sell the agency's message and the agency's message should incorporate the agency's technology

As a means of selling these messages, the agency should work to develop a variety of outlets so the message can reach the intended target—Generation Y:

- Make use of free materials, such as the POST website to list openings and digital video clips produced by POST

- Use of local public access cable channels, which are normally used for local information
- Encourage agency members to become criminal justice instructors at the local community college as a means to sell the agency message to potential candidates
- Seek out local and regional websites and ask webmasters to run PSA banner ads, rather than relying on print media
- Distribute high-tech promotional material, such as USB devices with the agency logo—memory sticks, cell phone chargers, or lights. USB memory sticks could also include a self-activating mpeg file with the agency marketing message

The next chapter will address effective transition management to help the agency change from a reactive marketing effort to a proactive image building marketing plan. This plan will be aimed at helping the small, remote agency attract quality candidates from Generation Y and position the agency to reach and maintain full staffing by 2009.

CHAPTER FOUR

Transition Management

Introduction

“Change means movement. Movement means friction. Only in the frictionless vacuum of a nonexistent abstract world can movement or change occur without that abrasive friction of conflict.”

--Saul Alinsky, U.S. radical activist²⁷

It is perhaps strange that a law enforcement research project would quote a radical activist to support any point. However, in this case, Alinsky was correct—change means friction. If an agency is to reduce friction and move through change in a positive and productive manner then a transition management effort will prove to be of value. Transition management is a specific plan to effectively manage the transition or change in the organization—moving the agency to the preferred future.

The change needed in this case is the creation and implementation of a proactive image building marketing plan, aimed at Generation Y and using themes that will resonate with this younger generation. Some themes that should be part of this plan include:

- Diverse work force—Generation Y is more diverse than previous generations and they will want to see images that look like them.
- Technology used to fight crime—Generation Y will expect high-tech tools in whatever career they choose. Technology must serve as a focus in the marketing effort.
- Public service—Generation Y has a different view of public service than did Generation X. Gen Y sees public service as honorable work, and they grew up believing in community service through volunteerism. Small, remote agency law

enforcement should be marketed as an opportunity to take their previous volunteer public service to the next level.

- The opportunity to reduce violence in society—Generation Y has grown up with violence in their school, the image of school shootings on the news, and the indelible images of airplanes crashing into buildings. Generation Y is willing to take on violence and the opportunity to combat violence should serve as a key theme of the marketing effort.
- Small agency law enforcement is just as important as enforcement performed by any large agency. After all, it was not the Atlanta Police or the FBI who captured Eric Rudolph (1996 Olympic Park Bomber); it was a rookie officer from Murphy, North Carolina.

This marketing effort will need to reach beyond the city limits of the small, remote agency and at the same time operate on a very limited budget. It will be necessary that this marketing plan be an ongoing effort to build the professional image of small agencies and to create in all who it touches, a sense that the small, remote law enforcement agency is a viable career option. The focus of this project is to develop and implement a process that will insure the agency's ability to recruit a sufficient number of quality Generation Y candidates by 2009 to maintain adequate staffing. Since this effort will largely be internal to the organization, rather than contracted out, there will be a number of internal changes necessary for the seeds of success to grow.

It will be important for this marketing effort to begin with an understanding of Generation Y and the themes that will likely draw them to law enforcement. Future selling points should draw upon the more positive attitude Generation Y has for law enforcement because of 9/11 and the role law enforcement plays in homeland security. The effort should also sell the idea that Generation Y will be in a position to combat violence in American communities

and how as individuals they can make a meaningful difference in the lives of their friends and neighbors. Marketing efforts will also include a discussion about salary and benefits and the fact that a career in law enforcement can offer employees both stable and continuing employment with the opportunity for professional growth through diverse assignment opportunities.

In order for a marketing plan to be successful, the chief must first sell the need for a marketing plan to the entire organization. Once the need has been established, it will be the command staff that will bear the responsibility for turning the plan into reality. Each individual must understand the need for the effort and his or her role for success. Key stakeholders must be brought together to discuss the specific marketing/recruitment effort, so that everyone understands the process, their role in the process, and how success will be defined. Since the marketing plan will largely be developed in-house, the specifics of the plan must be hammered out as part of a group effort to capitalize on group synergy, and develop the best plan possible for the agency.

Only through the strong leadership and commitment of the chief and the command staff will the organization as a whole embrace the changes needed to create this marketing effort. If not handled properly, change can result in unnecessary stress and can damage the best of organizations while destroying any chance for successful change. This chapter seeks to develop a transition management plan toward that end.

Critical Mass

For every issue of change an agency contemplates, there are a minimum number of stakeholders who are necessary to make change happen. These key stakeholders, also known as the critical mass, will provide the energy, enthusiasm, and impetus necessary to insure success. Based upon local politics, change within a police department will likely need the tacit support of the City Council and the City Manager. Support that is more robust would certainly aid the process, but at least implied support is important. The chief will bear the responsibility for selling the need for change within the organization and to the council. Transition management

will aid the chief and the command staff as they work to serve as change agents and move the agency to the desired future.

Commitment Planning

This critical mass must develop the passion to help others believe in the change, and the will to drive the process forward to the preferred future. For this project, the critical mass includes the city council, city manager, chief of police, the command staff, the supervisors (sergeants), and the POA president. The current level of stakeholder commitment is depicted in the table below. The table also demonstrates where their commitment needs to be if change is to have any opportunity for success.

Stakeholders	No Commitment	Let it Happen	Help it Happen	Make it Happen
Mayor/Council	X	—————→	O	
City Manager	X	—————→	O	
Chief of Police				XO
POA President		X	—————→	O
Command Staff				XO
Supervisors	X	—————→	O	

X= Present degree of Commitment. O= Minimum commitment required

Table 4.1 Commitment Chart

As the table indicates, there will need to be a shift in the commitment of some members of the critical mass. The chief and command staff already have the commitment to make change occur, which is the minimum level of commitment for these positions, since if these people do not support the effort, it will never get started.

The council and city manager are listed as having no commitment, only because this issue has not been presented to them as discussed in this project. Once a presentation is made, the council and the city manager will likely become supporters of the plan, and are expected to let it happen. Once presented with the information, the council and city manager may even take steps to help insure success.

The main challenge in this process will be to win the commitment of the supervisors. Employees will need to understand they each play a vital role in selling the department message. Without the active, willing support of the sergeants there will be little chance of selling the need for change to the rank-and-file. One option to gain their support is an internal team-building workshop for this specific purpose.

Likewise, without a voice of support within the POA the effort will likely suffer. The POA president could sink the effort by sending the message that any marketing effort is management's problem, or the POA president can become a cheerleader helping to drive rank-and-file support. Some members of the rank-and-file may be content with vacancies, since this condition presents more opportunity for overtime, while other association members would like to see full staffing so they will have some guarantee of getting their scheduled days off and vacations. Short staffing can also create difficulties for associations, since special assignments such as narcotics and detectives are the first place a chief will look to pull officers so that an adequate patrol staff can be maintained. The POA president should be included in the same effort to win the hearts and minds of the sergeants.

Responsibility Planning

Once the plan is presented to the key stakeholders, they will expect to understand their role and what the plan means for them as individuals. Without a clear understanding of their authority and responsibility for the plan, they will not be effective in helping to move the agency to the desired future. A responsibility chart is a tool to assign clear responsibility for plan development and implementation. The use of a responsibility plan can serve to reduce duplicated effort or prevent the lack of effort by drawing clear lines of responsibility.

In the table below, the first column lists the decisions or acts that will be necessary to implement the marketing plan. The columns to the right of the decision column are assigned to individuals or groups who play a role in the process. Different characters in each box indicate the role for each person involved in the process. “R” indicates that the person listed at the top of that column has responsibility for the decision or act listed in the corresponding row. “A” represents the person who has authority over the decision or act and the right to veto or modify the decision or act. “I” indicates that the person in that column is to be consulted or informed before a decision is implemented, and “-” indicates that the person listed plays no role in the decision or act in that row. The table below depicts the level of responsibility for the stakeholders who will play an important role in the process.

Decisions or Acts	Mayor/Council	City Manager	Chief of Police	POA President	Support Div Commander	Operations Div Commander	Supervisors	PIO
Present plan to City Council	-	-	A	-	R	S	S	S
Funding	-	A	R	-	-	I	-	-
Present plan to Supervisors	-	-	A	-	R	S	-	-
Present plan to POA (union)	-	-	A	-	R	S	S	S
Sell plan to rank and file	-	-	S	S	A	S	R	S
Develop message / program specifics	-	S	I	S	A	S	S	R
Seek outlets for PSAs/community partners	-	-	I	-	A	I	S	R
Implement plan	-	-	I	S	R	I	S	S
Evaluate progress	-	-	-	I	R	S	S	S

R= Responsibility (not necessarily authority) A= Approval (right to veto) S=Support (put resources forward)
I=Inform (to be consulted before action) - = Irrelevant to this item

Table 4.2 Responsibility Chart

The first step in transition management will be the creation of a basic presentation for the City Council. The chief and command staff will develop an overview of the proposal and present the information to the council and city manager. While the City Council will not play a direct role in the process, their stated support will be important as the chief and command staff work to sell the concept to the organization. This presentation should explain the current state of police recruitment along with where recruitment will likely be in five years, which will be based upon information developed in this project. The chief and his command staff will also present the core elements of the proposed marketing plan. Given the Council's desire to see a fully staffed police department, it is reasonable to expect they will support the recruitment marketing effort.

Once the chief has secured the support of the city council and the city manager, support largely measured by the level of funding, responsibility for the marketing effort will shift to the command staff. The principal member of the command staff with responsibility for this marketing effort will be the support division commander. It will be important that the support division commander keep other members of the command staff informed of the program progress and seek their support as necessary.

The POA president should be viewed as an important member of the team when it comes time to sell the program to the rank-and file employees, since this person can help generate internal support. This internal support will be necessary, since the employees will need perform in a manner that is consistent with the marketing message.

The city PIO will play a critical support role in the program, and will be responsible for developing the overall marketing message. As the responsibility chart indicates, when it comes to developing the marketing message, the city manager will serve a support role. Since the PIO

is a member of the city manager staff, the city manager's support will be necessary to insure the PIO can commit sufficient time and resources to the project.

Evaluation

Ongoing evaluation will be important so managers can insure the effort is on track and achieving the desired results. As indicated in the responsibility chart, different people will be responsible for different components. The responsible individuals, and their key support personnel, should conduct regular meetings to keep the effort on track and to reduce or mitigate any problems that develop. During the process, it is possible that new challenges will emerge or new lessons will be learned.

After the project has been implemented there will need to be an evaluation standard to gauge the success of the program. The objective will not be to get just anybody to apply, but to have the message reach the right people and motivate them to apply. The evaluation process should seek to measure the number of candidates who apply, the number who test for the available positions, and the number who successfully complete the process. The ratios could then be recorded and tracked for comparison to previous efforts. By comparing these numbers, at each stage of the process, decision makers can determine if the project is meeting the intended objective. Additionally, candidates who successfully complete the hiring process should be surveyed to determine the value of the marketing message. Based upon the information developed from these candidates, the message can be modified and or fine-tuned to better target the intended audience.

Chapter Five will serve to bring together the key points of this project. It will also identify conclusions and recommendations to move these ideas from paper to an effort that can help a small, remote agency to develop the marketing strategy necessary to recruit Generation Y.

CHAPTER FIVE

Recommendations and Conclusions

It is the doctrine of war that we must not rely on the likelihood of the enemy coming, but on our own readiness to meet him; not on the chance of his not attacking, but on the fact that we have made our position invincible.

Gerald A. Michaelson
Sun Tsu-Strategies for Marketing²⁸

The future is coming like the enemy Michaelson speaks of, and small, remote agency leaders cannot face the future expecting that it will be kind. Failure to prepare for future challenges will have the effect of allowing the enemy (the future) to dictate the nature and likely outcome of the battle. A leader must instead prepare for the future and work to shape the direction where the future will take the organization. It is certain the future will bring with it many challenges, not unlike the challenges faced by a battlefield general in a great war. Just as the general must prepare his troops, gather his resources, and prepare to win, the law enforcement leader must also prepare to win. This project is about developing a proactive image building marketing plan that small, remote agencies will use to recruit Generation Y by the year 2009.

Any small, remote agency that waits until 2009 to prepare for their 2009 recruitment needs will likely find success difficult to reach. As the private sector labor market changes, and the American labor market reaches a projected 10 million employee deficit, public sector agencies will find it difficult to recruit quality candidates. Small agency managers must begin now to develop the messages necessary to condition future job seekers to view law enforcement as a viable employment opportunity. This means marketing the professional image of small

remote, agency law enforcement and not just vacant positions. These messages must be distributed today, aimed at fifteen and sixteen year-old kids, so that when they are old enough and are looking for a serious career, and not just a job, that they think of law enforcement as a premium opportunity.

As the number of available workers decrease, as compared to available jobs, private sector employers will likely pay far more than public sector employers do. This disparity in salary and benefits will make small agency law enforcement recruitment difficult, unless strategies are implemented now to condition future job seekers to see law enforcement as a viable and preferred career choice. To this end, marketing messages should incorporate themes that will resonate with Generation Y.

Collectively, Generation Y is willing to embrace stricter ethical standards that have often been rejected by the previous generation.²⁹ Additionally, they are concerned about violence and are willing to work to reduce violence in American society.³⁰ Because of the September 11, 2001, terrorist attacks on American soil, this generation sees law enforcement in a different light than previous generations; Gen Y has a more positive attitude about law enforcement and other public safety positions. Volunteer work and public service has also become important to Generation Y, since so many universities and colleges expect to see volunteer work as part of the entrance application. Even some high schools now require some volunteer work.

The Boeing Company serves as an example of an organization using a marketing strategy to build a corporate image similar to one needed by police departments. Boeing is one of the largest defense contractors in the United States and even though Boeing does not sell aircraft or defense systems to the average citizen, they spend millions of dollars on television advertising. This component of Boeing's marketing is not aimed at selling a product, but an

image—the Boeing brand. When people watch the Boeing commercials, they cannot help but sense the excitement that comes from being part of the fast-paced and high tech work that is so important to the defense of America.

Small, remote law enforcement agencies need to sell a similar message. Small agency law enforcement is also fast-paced, it involves high tech tools and knowledge, and it involves dedicated professionals who contribute to homeland security as well as the safety of ordinary people. Rather than trying to sell a position, small, remote agencies must first sell the professional image and importance of service in a small, remote agency. This marketing strategy is important even if there is no vacancy to fill, because the message is not necessarily intended for today's applicants but those of tomorrow. To this end, a variety of media should be used to communicate the intended message to the intended target audience in a consistent fashion. Not unlike the way moviemakers use cooperative marketing to get the audience into theaters. They use video clips, print media, and toy give-a-ways through fast food restaurants to create excitement and a consistent message—their movie is great! Well, small agency law enforcement is a great profession, and the small agency law enforcement community should work collectively to sell that image. The effort must embed the law enforcement “brand” into the minds of young people in the same fashion as Disney, McDonald, or any other industry that lives and survives on the hopes, dreams, and desires of young people.

These efforts should use technology to sell the message, and should incorporate technology into the message. The newspaper industry is scrambling to find ways to develop new readers, because Generation Y does not pick up print media as much as previous generations did. Newspapers have made extensive use of the Internet by developing news websites. Small Law enforcement marketing should seek to develop partnerships with popular local websites to

feature PSA banner ads with hyperlinks to the agency's website and marketing message. Local public access cable should be used as a marketing resource, using the same themes and images as is used in other media outlets. Agencies should also get away from giving out pencils with the agency logo, and switch to technology-based promotional items. Items like CD holders, cell phone chargers that plug into laptops, or even USB memory sticks. Since Generation Y spends so much time working with technology, any promotional item that do not have a technology tie-in will likely never be used—and the message lost in a pile of unused discarded clutter.

Generation Y is the first truly digital generation. Generation X was introduced to technology; however, Generation Y grew up with technology. Generation Y uses technology for entertainment, communication, schoolwork and real work. Generation Y will expect technology to be part of their career, wherever that career takes them. Messages that demonstrate how technology and crime fighting work together will likely strike a cord with these tech savvy job seekers. As discussed earlier, Gen Y relies less on traditional print media for news and information. One strategy to counter this change would be to seek out a variety of popular local websites to post public service announcement banner ads as part of the marketing effort.

As they enter the adult workplace, Generation Y will expect the same instant gratification they get on the Internet, at the ATM, and the fast food drive-thru. The slow pace of the law enforcement hiring process will serve as a negative factor. Law enforcement cannot shave much time off the background process, but by selling the importance of the job, the need to maintain high ethical standards, along with the need to find the right people, Gen Y will understand the process and stick with it. Additionally, each serious candidate should have a department mentor who can talk to him or her about the process and stay in contact with him or her during the

process to help keep everything on track. This strategy will serve to reinforce the agency's commitment to the applicant.

If the labor market becomes too tight, agencies may need to re-examine their hiring standards. If an agency finds itself in the position of choosing between maintaining standards and working with fewer officers, or reducing standards and filling the ranks, then the age of the candidate should be one of the first standards to reconsider. By dropping the age requirement to twenty, small agencies could find themselves with a large number of strong candidates, since other agencies will not consider applicants until age twenty-one. Agencies should consider twenty-year-old candidates who have a solid post high school work history, strong academic performance, and who have a two-year degree or perhaps at least one year of college credit.

Despite a significant amount of money spent by POST to provide resources to help agencies with their recruitment needs, (such as space on the POST website to announce vacancies, and the *Symposium CD*), few agencies make use of the material.³¹ The material produced and published by POST is very well done and any agency that does not use the material only cheats itself of a valuable resource. Small agencies have often viewed marketing as the newspaper ad they place when there is a vacancy to fill.

Recruitment has been a continual problem for law enforcement agencies, and unfortunately, the situation will get worse before it gets better. Effective marketing will be the key to managing this problem in the future, but agencies cannot use marketing just to fill a vacant position(s). In the not too distant future, there will be more jobs in this country than people to fill the positions and law enforcement will face critical staffing shortages. Law enforcement managers must view marketing as a continual effort to promote and sell the agency and the law enforcement profession. Marketing must be aimed at young people in the years

before they are eligible for law enforcement employment, so they will be conditioned to consider law enforcement as a preferred career choice. Technology must be used to distribute the marketing message and the marketing message must showcase the agency's technology tools—tools necessary to attract Generation Y. Marketing must also incorporate themes that are aimed specifically at Generation Y and the social issues that concern them as a group.

Any agency that waits until 2009 to work on their 2009 staffing needs will find success very difficult to achieve. By implementing appropriate marketing strategies, small, remote law enforcement agencies will be in a better position to recruit quality candidates and meet their staffing needs, while other organizations scramble to catch up.

APPENDIX A

NGT PANEL

Mr. Curt Mitchell
Assistant Superintendent
Barstow Community College

Mr. John Rader
Marketing Director
Barstow Community Hospital

Sergeant Jeff Morgan
Court Services – Barstow Court
San Bernardino County Sheriff's Department

State Traffic Officer Adam Cortinas
PIO Officer
California Highway Patrol – Barstow Station

Mr. Tim Anderson
General Manager
The Highway Stations/KHWY

Officer Chris Kirby
Barstow Police Department

Sergeant Rudy Alcantara
Detective Sergeant
Barstow Police Department

APPENDIX B

LIST OF POTENTIAL TRENDS Identified by NGT panel

1. Generation Y turning to different brands than previous generations
2. Smaller L.E. agencies absorbed by larger agencies through contract
3. Focused on individual needs
4. Workforce diversity
5. Generation Y does not read newspapers
6. Instant gratification – expect it now
7. Criminal behavior of young offenders
8. State Budget Situation
9. Welfare rate (local issue 33%)
10. Job security
11. L.E. emphasis on higher education
12. Distrust of government
13. Private sector resources available for recruitment marketing
14. Immediate news coverage of law enforcement activities
15. Digital world
16. Community Policing
17. Benefit packages
18. Alternate work schedules
19. No sense of “community” in Southern California
20. Residency requirement (local issue)
21. No Shock Value
22. Generation Y seeks leadership
23. Maturity level of Generation Y
24. Law enforcement outreach programs
25. Relationship between Generation Y and their parents
26. Telecommuting as a career option
27. Distinction between liberals and conservatives
28. Value of community service
29. Generation Y involvement in individual “extreme” sports

APPENDIX C

LIST OF POTENTIAL EVENTS Identified by NGT panel

1. State bankruptcy
2. Terrorist attack
3. Massive earthquake
4. Major commercial development
5. Officials elected who are anti-law enforcement
6. Loss of major employer
7. Major government scandal
8. High speed train connecting Los Angeles and Las Vegas
9. Laws restricting personal freedom
10. Immediate loss of law enforcement staff
11. Civil unrest
12. New technology boom
13. Age cap on law enforcement hiring
14. Major increase in violent crime
15. Elected officials anti-law enforcement
16. Major advance in biotechnology
17. Local high speed train stop
18. Return to exploration of space
19. Legalize marijuana

Endnotes

¹ In August 2003, the project author sent an email to small agency chiefs asking them to identify the three main challenges they expected their agencies to face in the next five years. Eighty emails were sent out with twenty-one responses (26%). Eighty percent of responses identified recruitment as one of the three main challenges.

² Domash, S. F. (2002, May). *Who Wants This Job?* *Police*, 26(5), 34-39.

³ Diaz, R. A. (1987). *The Future Role of California Small Law Enforcement Agencies-Is There One?* Unpublished research project, California Commission on Peace Officers Standards and Training, Sacramento, California.

⁴ The Barstow Police Department has an explorer program that has helped to develop five police officers for the department, as well as two county probation officers, along with several non-sworn employees. At the time this project was written, former explorers equaled about 10% of the sworn staff.

⁵ CA POST, California Commission on Peace Officers Standards and Training, POST Administrative Manual, Section 1002 (a)(4)

⁶ In May 2004, the project author sent an informal email questionnaire to twenty-six small agencies and received responses from twelve. All twelve responses indicated that the agency only considers candidates who are at least twenty-one years old.

⁷ Mullaney, T. (2004, July). "If You're Unemployed, You're Stuck", an interview with Mark M. Zandi. *Business Week Online*. Retrieved from www.businessweek.com/bwdaily/dnflash/jul2004/nf2004072_9783_db049.htm. July 24, 2004

⁸ Zyman, S., & Brott, A. (2002). *The End of Advertising As We Know It*. Hoboken, New Jersey: John Wiley & Sons.

⁹ IACP (2000). *Big Ideas for Smaller Police Departments: Recruitment & Retention of Qualified Police Personnel*. Funded by BJA grant 97-DD-BX-0043

¹⁰ POST (2001). *Peace Officer Recruitment and Retention: Best Practices*. Sacramento, CA

¹¹ POST (2002) CD: *Post Symposium on Recruitment*, Sacramento, CA

¹² Challenger, J. A. (2003, September/October). The Coming Labor Shortage. *The Futurist*, 37(5), 24-28.

¹³ Zell Center for Risk Research, & Kellogg School of Management. (2002, November). *The Risk of Misreading Generation Y: The Need for New Marketing Strategies*. Conference conducted at Kellogg School of Management, Northwestern University, Evanston, Indiana

¹⁴ Zemke, R., Raines, C., & Filioczak, B. (2000). *Generations at Work*. New York, NY: American Management Association.

¹⁵ Martin, C. A., & Tulgan, B. (2001). *Managing Generation Y*. Amherst, MA: HRD Press. xii

¹⁶ Zemke, R., Raines, C., & Filioczak, B. (2000). *Generations at Work*. New York, NY: American Management Association.

¹⁷ Martin, C. A., & Tulgan, B. (2001). *Managing Generation Y*. Amherst, MA: HRD Press

¹⁸ Negrón, E. (2004). *Why Gen Y? Newspapers have three years to get it right*. Media Management Center. Retrieved from www.mediamanagementcenter.com April 3, 2004.

¹⁹ Ibid.

²⁰ United Press Syndicate (UPS). (2004) *Consider the Next Generation*. Article retrieved April 3, 2004 from http://www.amuniversal.com/ups/features/gen_y/index.htm

²¹ US Army. (2001, January 10). *Army Announces New Advertising Campaign*. Retrieved February 9, 2003, from http://www.defenselink.mil/news/Jan2001/t01102001_t110army.html

²² Neuborne, E., & Kerwin, K. (1999, Feb). *Generation Y*. Business Week Online.

²³ U.S. Department of Labor <http://www.dol.gov/> America's Job Bank <http://www.ajb.org/>

²⁴ Little, T. (June 2003). *What Recruitment Strategies Will a Small Law Enforcement Agency Use to Compete in the Job Market by 2006?* Unpublished research project, California Commission of Peace Officers Standards and Training, Sacramento, California.

²⁵ At the time the NGT was conducted, two statewide ballot measures were pending in the March 2004 election. These initiatives were backed by the new governor and were intended to provide some financial stability while other efforts were taking place to control the state deficit. Both measures passed and had the NGT been conducted after the election the panel's views concerning this issue may have been different.

²⁶ In May 2004, the project author sent an informal email questionnaire to twenty-six small agencies and received responses from twelve. All twelve responses indicated that the agency only considers candidates who are at least twenty-one years old.

²⁷ Alinsky, S. (1989) *Rules for Radicals: A Practical Primer for Realistic Radicals*. USA: Vintage Books. 21

²⁸ Michaelson, G. & Michaelson, S. (2004), *Sun Tzu Strategies for Marketing*. New York, NY: McGraw Hill

²⁹ Zemke, R., Raines, C., & Filioczak, B. (2000). *Generations at Work*. New York, NY: American Management Association. 138.

³⁰ Ibid. 134.

³¹ In May 2004, the project author sent an informal email questionnaire and asked if agencies were familiar with the POST Symposium on Recruitment material and if they used the material in their marketing efforts. Only half reported they were familiar with the material and none reported using the material.

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